POLICE-BASED YOUTH AND FAMILY COUNSELLING PROGRAMS: EVALUATION OF THE SAANICH MODEL

A JUVENILE CRIME PREVENTION PROJECT REPORT

June 1984

Province of British Columbia
Ministry of Attorney General

Solicitor General Canada
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POLICE-BASED YOUTH AND FAMILY COUNSELLING PROGRAMS:

EVALUATION OF THE SAANICH MODEL

JUNE, 1984

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The Juvenile Crime Prevention Project is jointly sponsored by the B.C. Ministry of Attorney General and the Ministry of Solicitor General of Canada.

ACKNOWLEDGEMENTS

The evaluator wishes to extend special recognition to Elaine Storey of the Saanich Youth and Family Services Program for her commitment to the monitoring and evaluation process. Many hours were spent recording data on client referrals and in scrutinizing her own activities. The Inspector and other officers of the Saanich Police Youth and Community Divison were also extremely helpful in providing information on police operations and their perceptions of the Counselling Program. Their commitment to the concept of the Youth and Family Counselling Program and evaluation of its operation was strongly evident.

Thanks are extended to Sandra Edelman, Carol Savage, and Brian Pollick for their excellent editorial comments on the report, and to Arlene Simpson for typing the report.

EXECUTIVE SUMMARY

The Saanich Youth and Family Counselling (SYFC) Progam was implemented September, 1981, funded through the B.C. Juvenile Crime Prevention Project. The Juvenile Crime Prevention Project is a cost-shared project funded by the Ministry of Attorney General and the Solicitor General of Canada. The Saanich Police Department was provided funds to hire a social worker to assist police in responding to children and young adolescents committing minor offences and/or considered at risk of further misbehaviour. The specific objectives of the Program were:

1. to provide family counselling to youths 6-16 years of age who have been involved in a minor, first-time offence to:

   .reduce repeat youth contact with police regarding delinquent or potentially delinquent behaviour;

   .promote recognition and ability in families to take control of the dynamics of family interaction that may be precipitating or causing delinquent or potentially delinquent problem behaviour in their child;

2. to provide consultation and training to the Saanich police officers to:

   .ensure Saanich Police possess knowledge of the appropriate cases for referral to SYFC Program for social intervention;

   .ensure they also possess knowledge of the terms of reference of the youth counsellor and other relevant social agencies;

   .increase the frequency of referral of youth to social agencies as a regular part of police work;

   .increase police knowledge and use of basic assessment skills in the area of youth and family problems;

3. to provide consultation, training, and information to community agencies to:

   .ensure all other youth and family services are knowledgeable about the objectives, target population, and services of the Saanich Youth and Family Counselling Program;

   .increase and maintain communication and information sharing between social service agencies in Saanich;

- increase the social service professional's knowledge and understanding of the role of police in reducing youth crime problems.

A Youth and Family Counsellor with a Master's Degree in Social Work and specialized training in family systems therapy was hired September, 1981.

A monitoring evaluation system was designed and implemented January 1, 1982.

VOLUME OF SERVICE PROVIDED

Over the two years, January, 1982 - December, 1983, the Program received 295 youth and family referrals. With an operating cost of $70,765.59, this is an average cost of $240 per referral. A referral generally involved a delinquent youth and his or her parents (sometimes, also a sibling). The cost calculation was based on the entire program budget even though the counsellor spent only about two-thirds of her time on direct services to youths and familiesand the accompanying administrative work. In addition to the counselling of families, the YFC initiated or participated in numerous youth case consultations with police and community agencies on a weekly basis. The counsellor also actively participated in interagency information meetings and contributed to the planning of several community-based youth programs.

YOUTH CHARACTERISTICS AND SERVICES RECEIVED

Individuals referred to the program ranged in age from 1 to 40 years. Twenty-one inappropriate aged referrals under 6 and over 17 years were referred elsewhere. The one adult referral (40 years of age) was mentally retarded. This person was referred elsewhere. The average age of appropriate youth referrals was 13.2 years.

A majority of the youth referrals were boys (63%) and most of the referrals (63%) were for youths involved in a delinquent offence (primarily shoplifting). Almost half the youth had prior contact with police for behavioural problems or delinquent activities.

Of all youths referred to the program, almost a quarter (22%) involved families who either refused the service or were judged inappropriate by the counsellor and referred elsewhere. Of the remaining families, 44% were provided counselling (2-15 sessions) and 20% were given information or brief consultation. Thirty-six percent were referred elsewhere, although an assessment was done to ensure they received the necessary services.

IMPACT ON YOUTH AND FAMILIES

Impact of the Saanich YFC Program was judged in terms of the reasons for client counselling termination, the three-month family assessment, and whether or not the youth experienced further conflicts with the law or other problem behaviour bringing them into contact with police.

a) Reason for Termination

The counsellor judged almost a quarter (23%) of all youth and family referrals were partially or successfully brought to problem resolution. An additional 6% of families were coping better but the underlying dynamics of the problems had not been resolved. Of the 97 families referred elsewhere (which were 35% of all referrals to SYFC), 82 (85%) received the necessary assistance from the agency to which they were referred. Sixty-seven families (24%) terminated counselling early against the advice of the counsellor. Another four families were terminated by the counsellor because of little progress.

b) Three-Month Family Assessment

Of the 60 families who had received and concluded counselling, 78% were judged by the counsellor at three months to be functioning well to excellent, with youth behavioural problems improving dramatically or non-existent. One family was judged to be doing only reasonably well as there were still occasional problems. Five families (8%) were judged to be functioning poorly with problems still apparent and the youth still getting into trouble.

c) Recidivism (Repeat Contact with Police Within Six Months

A check of police records was conducted on the 60 youths who had received and concluded counselling at SYFC. Of these youths, 13 (22%) subsequently were in contact with police for either delinquent or other behavioural problems. Twelve of these thirteen youth (92%) were among those who terminated counselling early or were judged by the counsellor to be making little progress.

IMPACT ON THE POLICE AND COMMUNITY

A survey of Saanich police members revealed impact of the Program on the police and the community was clearly very positive. Police appear to have a positive attitude toward the Program, perceive it to be very useful to their job, and believe it to be somewhat effective in preventing

delinquency. Most police officers clearly understood the purpose of the Program and the appropriate criteria for referral.

The relationship between the counsellor and youth officers in the Youth and Community Services Division appears to be excellent, and reservations expressed by constables in the Patrol Division seem to be more a function of lack of regular contact and communication with the counsellor. Following the survey and interviews with police conducted in February, 1983, concerted efforts were made by the counsellor to provide more personal consultation with individual officers. Subsequently, referrals from the Patrol Division were up 40% in 1983, from 1982.

Over the two years, the average number of referrals from police was ten per month. This is comparable to that experienced by other police-based youth and family counselling programs in Langley, Kelowna, and Richmond (communities of approximately the same population).

While a rigorous assessment of the degree to which the YFC Program met the community objectives was not undertaken, comments provided by these agencies indicate contact between the Saanich counsellor and the community was frequent and highly valued. The social service community and in particular the Social Work Schools appear to feel the Saanich counsellor did much to facilitate cooperation between the community and the police, to promote improved communication and coordination of social services, and to provide effective family therapy to dysfunctional families.

CONCLUSION

The Saanich Youth and Family Counselling Program was operating as planned. The counsellor had established a strong supportive relationship with the Saanich Police and the social service community. The number of youths and family referrals to the Program was high (in comparison to other police-based youth and family counselling programs); an average of 12 families per month. The cost per referral was $240 per family.

The quality of services to youth and families was high. A total of 44% of families referred to SYFC received short- or long-term family counselling. Efforts were taken for families referred elsewhere to ensure they made connection and received the necessary assistance.

Recidivism (repeat contact of a youth with the police) at 22% (N=13) was in the same range as other police-based youth and family counselling programs. Literature (Roesch &

Corrado, 1981) [1] suggests the recidivcism rates would be much higher (30-50%) if intervention did not occur. Recidivism was higher for youths with a prior delinquency history than youth apprehended for a first-time offence. Recidivism was very high (92%, N=12) for youths from families who rejected continued counselling assistance or were judged by the counsellor to be making no progress.

The only problems experienced by the counsellor in operating the program was limited clerical support and limited time on her part to respond to more families in Saanich.

RECOMMENDATIONS

1. Continue operation of the counselling services as a component of police operations.

2. Focus family counselling on youths, 10-13 years of age, at the time of a first offence or who are exhibiting behaviour clearly indicative of potential delinquency.

3. Police to allocate specific "resource development" time for ongoing liaison with schools and community organizations to ensure:
   - early identification and intervention with problematic youth and dysfunctional families; and
   - availability of community-based family counselling services for those not yet in conflict with the law or requiring long-term/intensive therapy.

4. Provide additional clerical support to the Program so that the counsellor is relieved of administrative duties and can devote more time to counselling activities. Initial assessments, setting appointments, and follow-up are necessary components of an effective service, but can be carried out by trained clerical staff.

5. Continue emphasis of the program on community development and consultation to police, as well as direct services to families and youths in order to ensure ongoing cooperation and communication between police and social service agencies in addressing community youth problems.

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[1] R. Roesch & R. R. Corrado (eds), Evaluation and Criminal Justice Policy. Beverly Hills: Sage, 1981).

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1.0 INTRODUCTION

The Saanich Youth and Family Counselling (SYFC) Program was initiated in September, 1981, as an adjunct to the proactive crime prevention services of the Saanich Police Youth and Community Services Division. Funding for a youth and family counsellor was provided through the B.C. Juvenile Crime Prevention Project (a jointly funded project of the Ministry of Attorney General and the Solicitor General of Canada). Office space and limited clerical support has been provided by the Saanich Police.

The program is located within the Saanich Police building and is administered by the Inspector in Charge of the Youth and Community Services Division. Referrals are solicited from the Youth Officers, the general duty police officers, and the community. Services are provided to delinquent youths, their families, the police, and the community.

At this time, the program has been operating for two and a half years.

An evaluation of the Saanich Youth and Family Counselling Program was implemented at the beginning of the program. Following is a report on the operation and impact of the program over the last two and a half years. The report provides a description of the program model, its operation over two and a half years, and whether it operated in accordance with its proposed model. An assessment is provided on the impact of the program to families, youths, and the community, and whether the program successfully met its objectives. To best evaluate the success of the Saanich Youth and Family Counselling Program, a discussion is provided on the concept of police-based youth and family counselling. Some facts are presented on how other police-based youth and family counselling programs have operated in the province.

2.0 HISTORY OF POLICE-BASED YOUTH AND FAMILY COUNSELLING PROGRAMS IN B.C.

2.1 The Concept of Police-Based Youth and Family Counselling

Since 1980, the B.C. Ministry of Attorney General and the Solicitor General of Canada have actively supported the development, funding, and evaluation of police-based youth and family counselling programs as a preventative approach to the reduction of juvenile delinquency. The Saanich Youth and Family Counselling Program is only the most recent of several police-based programs implemented in the province.

The police-based youth and family counselling program is a typical social service for families of minor delinquent and socially-problematic (potentially delinquent) youths but with the unique arrangement that it is administered by a police department rather than a traditional statutory social service agency. This fact has tremendous implications for the selection of program objectives, the defining of parameters to a program client population, and the establishment of procedures for initiating, receiving or rejecting referrals. While most typical counselling programs for delinquent youths and their families operated by a statutory social service agency strive for good relations with local police in order to facilitate sharing of information, their efficiency and success of operations is not dependent on this fact. The police-based youth and family counselling programs are not only dependent on the police for the defining of their conceptual and operational model but their entire success with youths and families is highly dependent on their relations with the police and their ability to train police officers to be receptive to social needs.

The police-based youth and family counselling program (PB-YFCP) is designed as an early intervention delinquency program, not just as a social service or therapeutic intervention program. It is based on three basic theoretical assumptions: (1) delinquent behaviour exhibited by adolescent youths is a symptom, with developmental characteristics, of increasingly disruptive relations in the family environment; (2) early and short-term intervention used to modify disruptive family relations can prevent or inhibit further involvement by the youth in delinquent behaviour; and (3) the police are in a position to identify many of these potentially delinquent or minor-delinquent youths and to refer them to social workers and counsellors who are responsive to police problems with that youth. This is an alternative to immediate processing of these youth through the justice system (which may facilitate rather than deter the development of delinquent youths into adult criminals).

The main goal of the PB-YFCP is to prevent or reduce future delinquent activity by juveniles who are referred to the program. Delinquent behaviour is generally defined as any criminal or socially-troublesome behaviour that brings a youth into contact with police. This includes suspected or actual involvement in all criminal code offences, curfew violations, running away from home, trespassing, municipal by-law infractions, aggressive behaviour, and all behaviour defined as "status offences" in U.S. federal legislation (e.g. unmanageability).

To serve the program goal, the main objective is to assess and resolve any underlying family problems that are facilitating or precipitating the youth's involvement or evolvement into delinquent activities, or if this is not fruitful, to refer the youth elsewhere for more appropriate treatment or intervention. Particular emphasis is placed on achieving more specific objectives with individual families depending on the circumstances and type of family or youth. These include: (1) improving family-youth communication; (2) modifying irritating or negative youth behaviour; (3) increasing parenting skills; (4) increasing youth's awareness of the consequences of delinquent behaviour; (5) increasing youth and family self-esteem; (6) making parents and youths aware of the disruptive and static dynamics of the family relations, etc.

Other objectives of these types of programs vary considerably. Some programs attempt to educate police officers about the development of juvenile delinquency and the value of therapeutic intervention techniques. It is hoped this will increase their ability to identify potentially delinquent youth, and to increase their own skills for dealing with juvenile problems.

Another objective is the coordination and facilitation of other community social service programs, schools, mental health groups, and citizen groups to deal more effectively with juvenile crime problems in their community. Achievement of this objective may involve anything from attendance at regular inter-agency/citizen meetings, case consultation and information-sharing, to conducting of community-wide workshops and planning sessions to deal with specifically-defined juvenile crime problems in that community.

2.2 Langley Youth and Family Services

The first-known youth and family counselling program in British Columbia was implemented in 1977 in Langley, B.C. The purpose of the Langley Youth and Family Services Program is:

> "to identify, diagnose, treat, and/or refer indigenous youth problems and family-related youth problems, to reduce recidivism, and subsequently possible entry to the criminal justice system."

In order to accomplish this, two counsellors established a close working relationship with the Langley RCMP, the statutory agencies, the schools, and community groups. The purpose was to promote early intervention and coordination of services for delinquent youth, to provide counselling to families and youth, and to improve police effectiveness in dealing with problem youth.

The primary objective of the program is to resolve underlying youth and family problems that may be predisposing or precipitating a youth's involvement in delinquent activities.

The Langley Youth and Family Services Program is principally funded by Langley City and Township with supplementary funds provided by the Ministry of Attorney General in 1979 ($7,000) and 1980 ($28,000).

The program is accountable directly to the officer in charge of the Langley RCMP, but operates out of a separate office location.

A process evaluation of the Langley program conducted in 1980 determined that over the first three years of operation:

- the program received and dealt with 725 referrals at a total cost of $236,000 ($325 per referral);
- youths referred to the program ranged in age from 3 to 17 years (average age 11.2 years);
- 47% of the youths had been referred for committing a delinquent offence (half of these for shoplifting);
- 53% of the youths had been referred for problematic behaviour in the home or school--youth considered to be 'at risk' of involvement in delinquent activities;

- 46% of all referrals were from the RCMP and 15% were from schools;

- intensive counselling was provided to 84% of all clients referred for a period of 4-6 months (approximately 16-24 sessions);

- following termination of counselling, approximately 10% (N=72) of the cases were reopened for additional counselling.

In general, the program operated as planned. A small group of parents (N=16) who were surveyed reported they had been helped by the counselling services; about half felt the youth problems precipitating the referral had improved, and all said they would go back to the counsellors if further problems developed.

The limitation of this study was its failure to measure the degree to which continued or future involvement in delinquent activities had been prevented among youths receiving counselling services. A proper investigation of this question was prevented by the fact that the evaluation involved the retrospective analysis of data and no control group could be established.

Additionally, no police check was made on all youths who had been through the program to determine how many had been involved in known delinquent activities. The program itself had been notified of 27 cases of delinquency involving former program youths (4% of the total population) but this figure does not fully represent the total as many youths were simply charged by police and sent to court without any notification given to the Youth and Family Services Program.

A recommendation of the study was to implement an ongoing monitoring and evaluation of another police-based youth and family counselling program to assess its effectiveness in preventing or reducing delinquency. Such a study was launched in September, 1980, following the implementation of the Burnaby Youth Services Program. At the present date, the Langley Youth and Family Services Program is still operating and is funded by Langley City and Township.

2.3 Burnaby Youth Services

Like the Langley Program, the Burnaby Program was attached to the RCMP to provide family counselling for youths at risk of potential involvement or present involvement in minor delinquent activities. The underlying philosophy and objectives of the program were basically the same as those of Langley.

In service delivery, however, emphasis was placed on short-term counselling (no more than 12 sessions or three months), brief consultation for many families or referral for families where more extensive professional services was required.

The Burnaby Program was implemented in January, 1980, with two staff counsellors and a secretary. During the first six months of operation, the counsellors received 123 referrals; 75% of them referred for a delinquent offence. Seventy-five percent of the referrals to the Burnaby Program during the first six months were from the RCMP and only a small number (6.5%) from schools. During the first six months of operation, the main focus of Burnaby Youth Services was on brief assessment or services involving one or possibly two meetings with the family or youth (32% of all referrals). Another 25% of the cases were simply referred elsewhere. Only 15% of the cases involved counselling up to three months. Ten cases (8%) of the 123 referrals to the Burnaby Youth Services Program from January to July had to be reopened because of continued delinquent activity by the youths.

A systematic monitoring and evaluation plan was implemented in September, 1980, to monitor referrals to the Burnaby Youth Services Program over the next six months.[2] The purpose of this evaluation was to determine: 1) the extent to which the program operated as planned; 2) the extent to which it met its process (operational) objectives; 3) the extent to which it met outcome objectives (e.g. prevents recidivism, increases parent-child communication); and 4) the influence of the socio-political environment on program efficiency and effectiveness.

To determine to what degree youths would continue to be involved in delinquent activities if the intervention service was not available, a comparison group was selected from the Municipality of Richmond. RCMP in Richmond attempted to select a group of first-time minor offenders (N=23) that were similar to the type of youth being referred to the Burnaby Youth Services Program. Assessments of youth behaviour and family communication were made on both the Richmond comparison group and clients of Burnaby Youth Services who were receiving intensive counselling services. As is common to any other community research project involving operational programs and untrained administrators of the test instruments, the results of the pre- and post-assessments must be treated with caution.

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[2] Rowe, W. & Edelman, S. A Systems Evaluation of Burnaby Youth Services: A Police-Based Youth and Family Counselling Program, Ministry of Attorney General: Queen's Printer of B.C., June, 1982.

The results of the six months evaluation of the Burnaby Youth Services Program were as follows:

.118 referrals were made to the program from August 1st, 1980, to January 31st, 1981. At an operating cost of $33,000 ($65,159 for the entire year 1980), this is an approximate cost of $279 per referral;

.72% of the youths were referred for committing a delinquent offence;

.28% of the youth were referred for behavioural problems such as running away from home, school problems, suspected delinquent behaviour, and unmanageability in the home.

.referred youths ranged in age from 5 to 17 years; the average age was 13.2 years;

.71% of the referrals were boys;

.79% of all referrals came from the Burnaby RCMP;

.schools referred only 5%;

.parents referred 14%;

.27% (N=32) of all referrals were inappropriate because the youths were too old, were emotionally or mentally handicapped, or had a multiple delinquency history;

.of the remaining 86 appropriate referrals:
- .12% received short-term counselling;
- .37% received information/consultations;
- .25% received brief services of one or two visits;
- .6% were referred elsewhere for more intensive services
- .16% of the families did not respond to a letter sent out asking if they wanted help;
- .4% of the families refused services after an initial session;

.in the majority of instances (70%) the counsellors responded to the referral within a week; telephone contact was established with most families (78%) within a week of the referral. In-person contact after referral with family, however, generally was longer--an average of 12 days.

.youth and families terminated counselling for many reasons; in 64% of cases it was terminated at the mutual consent of the family and the counsellor;

.in half of 28 known cases, services were terminated because the problem had been fully resolved;

.a check of police files on all youths referred to Burnaby Youth Services from August, 1980, to January, 1981, four to six months following their termination, revealed:

1. Of 19 youths referred for behaviour problem reasons (with no prior delinquent history) and who received **no** program services 6 (32%) had later contact with police for delinquent or problem behaviour.

2. Of 38 youths referred for a delinquent offence and who received **no** BYS services, 15 (39%) had repeat contact with police.

3. Of 38 youth referred for a delinquent offerce and who **received** BYS services, 8 (21%)had repeat contact with police.

4. Of the total 58 youth referred for either a delinquent or behavioural problems and who **received** BYS Services, 14 (20%) had repeat contact with police but only 10 (17%) had repeat delinquencies.

.Nine (45%) of the 20 youths in the comparison group who were apprehended for a first-time minor offence but received **no** counselling or special intervention had repeat contact with police for delinquent or problem behaviour.

The results suggest that the Burnaby Youth Services Program was having an impact on the delinquent activities of young adolescents. However, the numbers in the study were small and the follow-up period was short. Also, it is not clear to what degree the comparison group is an appropriate match for the Burnaby youth, nor to what extent these youth were being over-policed once they had come into contact with the police.

Following the evaluation study and renewed funding, the program was moved from an office in the municipal building to an office in the RCMP detachment. This event had numerous repercussions in terms of increasing counsellor-police communication without affecting counsellor-family relations. The community and schools continue to be highly supportive of the program.

The Burnaby Youth Services is presently operating and is funded by the Municipality of Burnaby.

2.4 Kelowna Youth and Family Services

Another youth and family counselling program was implemented in Kelowna in September, 1979 and is presently operating under a contract with the City of Kelowna. The program is similar to Langley in that it operates in a store-front office and receives approximately 50% of its referrals from the community, the other 50% from police. Like Langley, the majority of families receive counselling over three to four months. Over the past four and a half years, Kelowna Youth and Family Services has received a total of 800 referrals with 47 percent from the police, 20 percent from family and youth self-referrals, 10 percent from schools, and the rest from the community.

Thirty-seven percent of the clients are 12 and under, and 33 percent are 15 or 16 years of age. Shoplifting accounts for 30% of all offences. The program director reports that in a three-year check, only 19 of 174 (11%) referrals were recharged for an offence. This figure, however, does not reflect the number of youth who may have had informal contact with police for behavioural problems.

The Kelowna Program is funded by the City of Kelowna.

2.5 Richmond Youth Intervention Program

Another police-based youth and family counselling program was implemented in Richmond in April, 1981. Attached to the Richmond RCMP Crime Prevention Unit, the program has two counsellors and a part-time secretary. The counsellors receive approximately 30 referrals per month, primarily from the Richmond RCMP.

A study of the 234 families received over 27 months of operation revealed that 44% of all referrals were for shoplifting and theft under $200.00. A total of seventy-four percent of youth referrals were for involvement in a delinquent offence. Runaway behaviour, child abuse, family problems, and other youth behaviour problems were reasons for non-offence referrals.

Response by the counsellors to the referral was prompt; 38% of the families were seen within 5 days, and 84% within 11 days.

A check of police records on youths referred to the program revealed 29% (N=68) had been in repeat contact with police for offence-related or behavioural problems. These youths were most likely to be doing poorly academically and to be less likely to have parents and other family members involved in the counselling (14.7% of families versus 85.3%

of families where a youth had no repeat police involvements).

In addition, when counsellors judged the youth's problems to be resolved, the child was less likely to reappear in the system. Also, if the counsellor and family together decided in the counselling that the relationship should be terminated, the youth was more likely not to reappear in the system.

2.6 Other Police-Based Youth and Family Counselling Programs

In other areas of the province, programs have been developed and implemented involving the assignment of a social worker to work with the police departments in areas such as:

- .crisis intervention
- .domestic disputes
- .assessment and referral of youths and families
- .training of police
- .community development
- .surveillance activities and riding on patrol with police to handle youth on the street
- .youth and/or family counselling.

Other police departments that have close working relationships with contract social workers, psychologists, Ministry of Human Resource workers, or Probation officers are:

- .the Victoria City Police
- .the Coquitlam RCMP
- .the Colwood RCMP
- .the Delta Municipal Police

3.0 THE SAANICH PROGRAM MODEL

3.1 Goals and Objectives

The overall program goal is to reduce the potential involvement in criminal activity by young persons, through early identification of individual, family, and community problems and active intervention where possible and appropriate.

In order to achieve this goal, nine major program objectives within three categories were established as follows:

To provide family counseling to youths 6-16 years of age who have been apprehended for a minor, first-time offence in order:

1. To reduce repeat youth contact with police regarding delinquent or potentially delinquent behaviour.

2. To promote recognition and ability in families to take control of the dynamics of family interaction that may be precipitating or causing delinquent or potentially delinquent problem behaviour in their child.

To provide consultation and training to the Saanich Police officers:

3. To ensure all other youth and family services are knowledgeable about the objectives, target population, and services of the Saanich Youth and Family Counselling Program.

4. To increase and maintain communication and information sharing between social service agencies in Saanich and police.

5. To increase the social service professional's knowledge and understanding of the role of police in reducing youth crime problems.

6. To ensure Saanich Police possess knowledge of the appropriate cases for referral to SYFC Program for social intervention.

To provide consultation, training, and information to community agencies:

7. To ensure they also possess knowledge of the terms of reference of the Youth Counsellor and other relevant social agencies.

8. To increase the frequency of referral of youth to social agencies as a regular part of police work.

9. To increase police knowledge and use of basic assessment skills in the area of youth and family problems.

3.2 Target Population

The Youth and Family Counselling Program has three intended client populations. In order of priority, they are:

1. young offenders between 6 and 16 years and their families
2. Saanich police
3. the community-at-large

Youth and their families are referred to the program directly by police, and occasionally from families themselves, where appropriate. Criteria for acceptance are as follows:

- .under 17 years of age and a resident of Saanich;
- .involved in pre- or early-delinquent behaviour (e.g. first minor offences; behaviour problems leading to crime.
- .both the youth and family voluntarily are willing to attend the SYFC Program office.
- .the youth or family are not presently engaged in any other counselling service.

3.3 Services and Activities

The Youth and Family Counselling Program offers the following services to each of the three target groups:

1. Youth and Families:

   The counsellor conducts intake, assessment consultation and/or referral, and short-term family counselling to young offenders and their families living in Saanich.

All clients referred receive an intake phone call and are offered short-term family counselling, brief consultation services, or referral to appropriate agencies. The referring police members are given feedback on all cases referred as to their progress and disposition. All cases referred to other agencies are followed up within a two-week period. Also, the clients that are engaged in family counselling are followed up three months afterward to report family progress and at six months for a recidivism check on the offending youth.

2. Police:

The counsellor acts as a consultant to police members on matters pertaining to the family counselling program, their own work, and other social services available in the community. The counsellor assists police on cases such as domestic disputes, sexual assault, and child abuse, in order to facilitate communication and cooperation between police and social services in general. Assistance may be provided through case consultation, information, or referral.

3. Community:

The counsellor acts as a liaison between the police and the community on issues pertaining to police-related youth problems. The counsellor conducts regular interagency meetings and occasionally conducts information workshops for agencies and students concerned with family counselling as a type of intervention with delinquent youth. Most importantly, the counsellor plays an active role in organizing and coordinating community strategies to deal with youth and family problems in Saanich.

The police and community-oriented services offered by the counsellor are rendered on request and are prioritized in accordance with the fulfillment of overall program objectives and goals. For example, police consultations take priority over community-based workshops.

3.4 Program Structure and Resources

a) Saanich Police Department

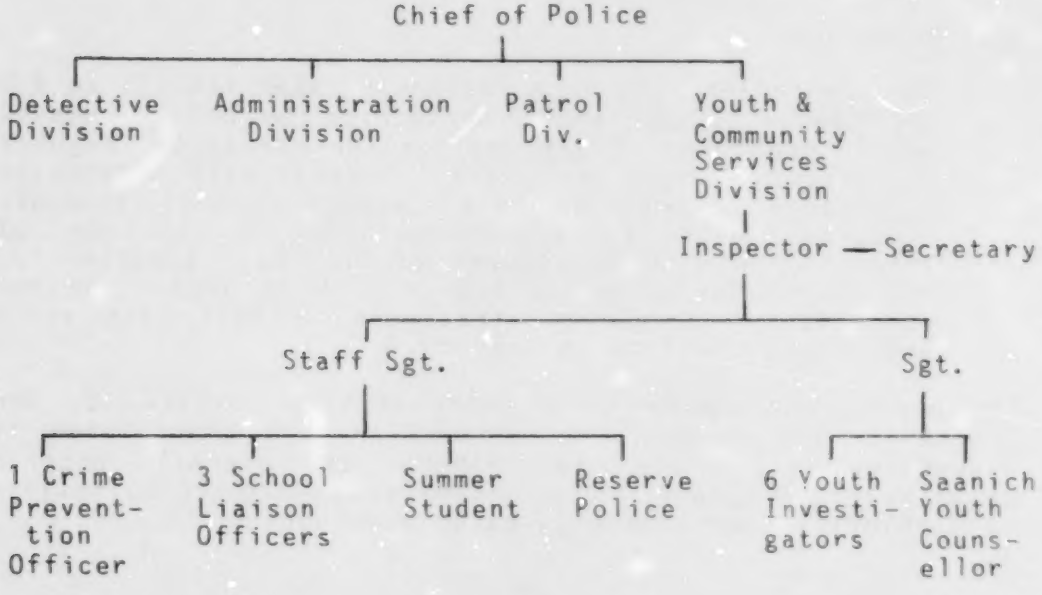
The Saanich Police Department is a municipal police force serving the citizens of Saanich (population 80,000). As shown in Figure 1, the Department is divided into four divisions: administration, detectives, patrol, and youth and community services. The Patrol Division is the largest division and consists of an inspector, four staff sergeants, eight sergeants, 48 constables (organized into four platoons), and several clerical staff. It is responsible for responding to requests from the public for police assistance, and for intervening, when necessary, in situations observed on patrol.

The Youth and Community Services Division (YCSD) consists of an inspector, a staff sergeant, a sergeant, three school liaison constables, six youth constables, one crime prevention officer, one secretary, and the Youth and Family Counsellor (YFC). This division is in a separate building

from the rest of the department. It is responsible for crime prevention programs, investigating all juvenile crime, and school-based police programs.

Figure 1

Relationship of SYFC Program to Police Administration



b) Staff Qualifications

The Youth and Family Counsellor (YFC) has a Master's Degree in Social Work and has been formally trained in family systems therapy. She is also skilled in community liaison and resource development.

The success of the program is considered due in large part to the exceptional quality and variety of skills of the counsellor. In this one-person program, it has been critical that the staff be highly competent, independent, creative, and able to work cooperatively with police.

3.5 Cost

The Saanich Youth and Family Counselling Program operated at a cost of $34,773.83 in January-December, 1982, and $35,991.76 in January-December, 1983, a total of $70,765.59.

The majority of this budget went in salary for one counsellor. During these two years, January, 1982 - December, 1983, the SYFC Program received a total of 295 referrals (although some referrals were inappropriate, each received some level of service in contacting families or referral elsewhere), an average cost of $240 per referral. A referral usually involved a problem youth and his or her parents.

A time management study in 1982 [3] indicated 34% of the counsellor's time was spent on direct services to families and youths, and another 38% on administrative duties pertaining to the entire program; a total of 72% of the counsellor's time. If the total program budget is pro-rated by this amount, then the cost of direct services to families was $172.00 per family.

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[3] Rowe, W. Evaluation of the Saanich Youth and Family Services, January - December 1982, Saanich Police Department, February, 1983.

4.0 THE EVALUATION METHOD

Evaluation of the success of Saanich Youth and Family Services involved asking two primary questions:

1. is the program operating as planned?
2. is the program effectively meetings its objectives for its client groups?

To answer these questions, first, a description of the program model was made specifying the intended client population, intended program activities and services, the goals and objectives for each client group, and the operating mechanisms of the program.

An evaluation plan (Appendix A) was prepared and data collection forms designed to collect specific information on program operations, what services are rendered to what types of youth, families, police, and community groups, the impact on police and community groups, and the outcome for families and youth who have received counselling. Impact on families and youth was judged in terms of whether there were repeat problems or delinquent behaviour leading to contact with police within six months and in terms of families' overall judgment of their degree of satisfaction and stability three months following counselling. Impact on police and community groups was judged in terms of increased knowledge about juvenile delinquents and family problems and in terms of their degree of overall satisfaction with consultation or information received from the youth and family counsellor.

The program counsellor was responsible for the recording of all information on program clients. The specific instruments or scales used to assess family and youth behaviour are described in the results section of this report. Information on repeat contact with the Saanich police was obtained by a police department records clerk on youth names given to her by the youth counsellor. The counsellor undertook recidivism checks only on youths who had received counselling services (not those referred elsewhere) six months following the termination of these services.

An independent study on police attitudes towards the counselling program was undertaken by two social work students at the University of Victoria School of Social Work. A description of the methodology and results are described later in this report.

Community attitudes were determined on the basis of responses to a questionnaire sent to all agencies and groups provided services in 1982 and the spring of 1983. The questionaire simply asked these individuals what service was provided and whether they felt their needs had been met. A

list of the agencies responding is provided in the results section of this report.

The program evaluation method can be described as a single case before-after study. With this methodology, decreases in delinquent activity following counselling intervention can be attributed to many reasons other than the counselling, such as maturation, police apprehension, or family intervention. Some data are provided from other research to provide an indication of the degree to which minor first-time juvenile offenders have further conflict with the law. Nevertheless, the results of this study must be treated with caution given the short follow-up period and the type of clients assessed.

Improved family functioning and community and police satisfaction are considered indirect measures of the program's effectiveness and are valuable in terms of improving the overall quality of life and increasing the system's ability to respond to social problems.

5.0 FINDINGS

5.1 Source of Referral, Volume, and Type of Services to Youth and Families

The Saanich Youth and Family Counselling Program received a total of 140 youth and family referrals from Jan.-Dec., 1982, and 155 referrals from Jan.-Dec., 1983. (Fifteen cases in 1982 (11%) and 15 cases in 1983 (10%) were youth and families previously referred to the SYFC Program counsellor. Thus, over the two years, SYFC Program received a total of 295 referrals; 30 (10%) of which were cases previously dealt with by the counsellor and were re-referred.

Table 1 shows the breakdown of the sources of referral for each year of operation. As can be seen from this breakdown, 84.1% of referrals were made directly by police. Referrals from community agencies and private citizens were not taken unless police became involved. One of the agencies was the Victoria City Police.

Table 1

Source of Referral of Youths and Families
During 1982 and 1983

	1982		1983		Total	
	#	(%)	#	(%)	#	(%)
Youth Police (YCS Division)	91	(65.0)	80	(51.6)	171	(58.0)
Patrol Division Police	29	(20.7)	48	(31.0)	77	(26.1)
Family	19	(13.6)	21	(13.6)	40	(13.5)
Community Agency	1	(0.7)	3	(1.9)	4	(1.4)
Other (Private Citizen, School)	0	(0)	3	(1.9)	3	(1.0)
Total	140	(100.0)	155	(100.0)	295	(100.0)
Total	140		155		295	

In general, services were focused on the entire family referred to SYFC Program (N=263, 89%); the parents and the youth. In only a few cases was only the youth involved in counselling without other family members. Services provided are listed in Table 2.

Seventeen percent (N=24) of the referrals in 1982 and 26% (N=40) in 1983 did not receive SYFC Program services. In both years, the primary reason was family refusal. A greater number of inappropriate cases were referred in 1983 than 1982, possibly because the program and the counsellor's

expertise were becoming well-known in the community. Also, 1983 was a year of cutback in other community social services for families and youths, thus, in desperation families were being referred to any operational program whether appropriate or not..

A total of 231 appropriate families received services from the SYFC Program, 116 in 1982 and 115 in 1983. Among those receiving services, approximately a third (36.2% in 1982 and 34.8% in 1983) were referred elsewhere. Approximately one-fifth of all clients (23.2% in 1982 and 17.4% in 1983) were provided information/brief consultations. Almost half of all clients (40.6% in 1982 and 47.8% in 1983) were provided short-term or long-term intensive counselling. Short-term counselling consisted of 2-8 sessions over one month to eight months. Long-term intensive counselling carried on over 8 regular sessions up to maximum of 15 sessions. Monitoring involved contact with the family on an intermittent long-term arrangement, possibly once every 3-5 months.

Table 2

Services Provided to Youths and Families
During 1982 and 1983

		1982 # (%)	1983 # (%)	Total # (%)
Referral Rejected	.Inappropriate	2 (8.3)	13 (32.5)	15 (23.4)
	.Family Refused	20 (83.4)	22 (55.0)	42 (65.6)
	.Could Not Reach Family	2 (8.3)	5 (12.5)	7 (11.0)
	Totals	24(100.0)	40 (100.0)	64(100.0)
Services Provided	.Referred Elsewhere	42 (36.2)	40 (34.8)	82 (35.5)
	.Brief Info/ Consultation	27 (23.2)	20 (17.4)	47 (20.3)
	.Short-term Intensive Counselling*	37 (31.9)	44 (38.3)	81 (35.1)
	.Long-term Intensive Counselling**	7 (6.1)	10 (8.7)	17 (7.4)
	.Intensive Counselling & Monitoring#	3 (2.6)	1 (0.8)	4 (1.7)
	Totals	116(100.0)	115 (100.0)	231(100.0)

*short-term counselling consisted of 2-8 sessions.
**long-term counselling consisted of 8 regular sessions up to a maximum of 15 sessions.
#monitoring involved contact with the family on an intermittent long-term arrangement, possibly once every 3-5 months.

5.2 Characteristics of Families

Table 3 lists the gender and age of youths referred to the SYFC Program. Over the two years, the Program received 4 referrals (1.4%) under the minimum age criteria (infants involved in domestic dispute cases) and 15 referrals (5.1%) over the maximum age criteria. These were usually women involved in a dispute or sexual assault. All these referrals were referred elsewhere or refused altogether.

Of all referrals between 6-16 years of age in which age is known (N=274), the average age was 13.2 years. However, almost half (42%, N=114) of the youths were 15 and 16 years of age.

Table 3

Gender and Age of SYFC Program Referrals in 1982 and 1983

	GENDER									
	1982		1983			Total			Totals	
Age	M	F	M	F	Unk	M	F	Unk	#	%
<6	1	1	2	0	0	3	1	0	4	(1.4)
7-10	17	1	10	4	0	27	5	0	32	(10.9)
11	4	1	4	2	0	8	3	0	11	(3.8)
12	10	3	8	0	0	18	4	0	22	(7.5)
13	12	11	11	11	2	23	22	2	47	(16.0)
14	16	7	15	10	0	31	17	0	48	(16.4)
15	15	10	21	16	0	36	26	0	62	(21.1)
16	12	12	17	10	1	29	22	1	52	(17.7)
17	3	1	3	2	0	6	3	0	9	(3.1)
>17	1	1	3	1	0	4	2	0	6	(2.0)
Totals	91	49	94	56	3	185	105	3	293	(100.0)
Unk.*	0	0	0	2	0	0	2	0	2	
Totals	91	49	94	58	3	185	107	3	295	

*parents did not provide age of child

Reasons for referral to the Program include behaviour problems with a youth (e.g. runaway, problems at home, domestic conflicts), victim of child abuse or sexual assault, and involvement by the youth in delinquent activities that were criminal offences. Table 4 lists the reasons for referral. As can be seen from Table 4, 63% (N=187) of the referrals from January, 1982 - December, 1983, were referred for involvement in a criminal offence.

Almost a third of these offences were shoplifting. Shoplifting combined with other thefts under $200 account for 44% of all the referrals for a criminal offence.

Table 4

Reasons for Referral to SYFC Program
in 1982 and 1983

	1982 #	1983 #	Total #	Total %
Runaway	31	33	64	(21.7)
Other Behaviour Problem	15	25	40	(13.5)
Other Family Problems (child abuse, sexual assault)	2	2	4	(1.4)
Shoplifting	30	30	60	(20.3)
Other theft <$200	9	14	23	(7.8)
Vandalism	0	4	4	(1.4)
Drugs/Alcohol	8	9	17	(5.8)
Break and Entering	17	6	23	(7.8)
Non-specific offence	12	10	22	(7.4)
Other minor offence*	2	2	4	(1.4)
Other major offence**	14	20	34	(11.5)
Totals	140	155	295	(100.0)

*includes fire alarm, driving w/o license
**includes assault, arson, sex offence, suicide

Forty-nine percent (N=141 of 286) of youths referred to the SYFC Program had prior contact with police for behavioural problems or delinquent activities.

Most of the youths (62%; 87 of 141) had only one or two prior involvements with police, but the remaining had 3-39 prior contacts with police. A contact with police could be for a specific offence, questioning by the police for a friend's activities, for running away from home, or any other reasons.

Table 5 presents a cross-tabulation of reasons for referral by prior contact with police for 286 cases (data was missing on the remaining 9 cases). Youth referred for behaviour problems were just as likely as those referred for a delinquent offence to have prior contact with police. This pattern was the same for the separate years of operation 1982 and 1983.

Table 5

Reason for Referral by Prior History of Contact with Police (1982 and 1983 referrals)

		Prior Contact with Police for Problem or Delinquent Behaviour					
		No Priors		Priors		Totals	
		#	%	#	%	#	%
Reason for Referral	Behav. Problem	55	(52.0)	50	(48.0)	105	(100.0)
	Delinquent Offence	90	(50.0)	91	(50.0)	181	(100.0)
Totals		145		141		286*	

*For 9 cases (6 youths charged with a delinquent offence and 3 behaviour-problem referrals), number of priors was unknown because the offender had recently moved from another jurisdiction.

5.3 Services to the Community and Police

In addition to direct services to youths and families, the counsellor provided numerous services to the police, to community agencies, and schools. Table 6 lists the types of services provided and the number of different sessions in which the services were provided. Training to police in the first year primarily involved one-on-one presentations about the program and the role of the counsellor as it related to police work. Consultations or training was provided to schools in Saanich School District, the University of Victoria School of Social Work, and the University of Victoria School of Child Care.

A time management study completed in 1982 indicated the counsellor was spending approximately one-third of her time on social service planning, development, and training activities within the community and on case consultations with police. This coordination and communication role between police and community-based social services was a significant part of the counsellor's overall role in providing counselling services to youths and families.

As can be seen in Table 6, the counsellor provided assistance to the police and community on a total of 338 occasions over two years of operation. An occasion might involve a 15-minute telephone conversation or a four-hour workshop.

Table 6

Services Provided to Police, Community Agencies, and the University Schools During 1982 and 1983

	Number of Sessions or Occasions								
	Police		Community Agencies		School		Total		Total
	'82	'83	'82*	'83	'82*	'83	'82	'83	
Case Consultations	52	73	36	30	-	3	88	106	194
Information/ Consultation	0	1	12	6	-	1	12	8	20
Training	12	1	17	0	-	3	29	4	33
Workshops	1	0	1	1	-	0	2	1	2
Info Meetings	0	1	26	9	-	2	26	12	38
Comm. Youth Program Planning Sessions	0	2	4	4	-	0	4	6	10
Comm. Service Planning Sessions	0	0	24	14	-	2	24	16	40
Totals	65	78	120	64	-	11	185	153	338

*in 1982 no distinction was made between services to the community and services to Schools

A list of community and school consultations, board representations, and training workshops is provided in Appendix B. The counsellor was on the board or a committee member of the following groups: Saanich Interagency Committee, Community Diversion Centre, Community Council of Greater Vancouver, YMCA Outreach Project, Transition House, Sexual Abuse Victims Anonymous, Spectrum Interagency Team, and Youth Services Workshop. Workshops were held for the University of Victoria, the School of Social Work, the School of Child Care, the Royal Oak School, a group of Social Service Professionals, Ministry of Human Resources social workers, District 61 School Counsellors, and a group of Probation Officers. Due to limited time, requests for training or consultations were turned down from the Youth and Law Conference planning community, Victoria Services planning committee, Services to Battered Men, Hampton Drop-In Centre, School of Child Care and Counseling Psychology.

5.4 Impact on Youth and Families

a) Reason for Termination

By December 31, 1983, services had been terminated on 279 of the 295 cases received during the two years January, 1982 to December, 1983. The remaining 16 cases were counselling cases ongoing to 1984. As can be seen from Table 7, services were terminated in 64 cases (22.8%) because the counsellor felt the problem leading to referral had been partially or completely resolved. Ninety-seven families (35.0%) had to be referred elsewhere for more intensive or different services. (All cases judged to be inappropriate referrals but where families had been contacted were referred elsewhere for different services. Sixty-seven families (24%) rejected assistance either immediately or at some point during counselling.

Table 7

Counsellor Judgment of
Reason for Termination of Services
to Youth and Family

	1982 #	1983 #	Total #	Total %
Successful Resolution of Problem	24	15	39	(13.9)
Partial Resolution of Problem	10	15	25	(8.9)
Family Coping Better but Problem Still Present	2	14	16	(5.7)
Family Referred Elsewhere	59	38	97	(35.0)
Family Rejected Assistance	33	34	67	(24.0)
No Progress Possible	3	1	4	(1.4)
Other Reason (moved, other agency involved)	9	22	31	(11.1)
Total	140	139	279	(100.0)
Services Ongoing	0	16	16	
Totals	140	155	295	

The counsellor terminated services with four families (1.4%) because no progress was possible. Usually the problem was too severe for effective resolution through family counselling although efforts were made. Nevertheless, a referral elsewhere was also made. Thirty-one families (11.1%) were terminated for a variety of reasons, most often because the family moved or another agency was involved with the case.

An examination of the delinquency history of youth by reason for termination of services to the youth revealed youths with no prior involvement with police were no more likely to be terminated for complete or partial problem resolution than youths with a prior delinquency history.

b) Referral Follow-Up

A check was conducted two weeks following a referral to assess whether families referred elsewhere by the SYFC Program counsellor actually made contact with the other agency and received assistance.

Eighty-two (85%) of the 97 cases referred elsewhere received assistance from the other agency (50 of 59 cases in 1982 and 32 of 38 cases in 1983). Perhaps the practice of the SYFC Program counsellor to follow-up referrals encouraged both families and agencies to complete the referral.

c) Three-Month Family Assessment

Three months following termination of short-term or long-term intensive counselling to 102 families (47 in 1982 and 55 in 1983), the counsellor conducted an assessment of the family situation. The counsellor rated the family situation according to the following scale.

Excellent:
Family expressed some statement to the effect that the home situation is very good or excellent, that the youth's behaviour and his or her relationship with the family, the peer groups, and the school are non-problematic and healthy.

Good:
The family expresses some sentiment to the effect that everything is functioning well in the family, that the youth's behaviour has improved and is non-problematic.

Fair/OK:
The family has commented that everything is "OK" in the family and with their son or daughter, but one is left with the impression (by their comments) that there are occasional or minor problems.

Poor:
This family has commented that there are family problems and/or that their son's or daughter's behaviour is unacceptable and problematic.

Extremely Poor:
This category is reserved only for those families where there have been recent and severe crisis involving the family. The youth is acting out in an explosive or overt manner, such as running away or committing delinquencies.

As can be seen from Table 8, of 60 known families that received and concluded (were not referred elsewhere) short-term or long-term counselling in 1982 and 1983, (without the case being reopened at a later date), 20 families (33.3%) were judged by the counsellor to be functioning excellently. Another 27 families (45.0%) were judged to be doing well.

Only 5 families, 3 in 1982 and 2 in 1983 were judged to be functioning poorly or very poorly, with problems still apparent and the youth still getting into trouble. These five youths from families functioning poorly three months after counselling were not necessarily youths who had a prior delinquency history (only one had a delinquency history).

Table 8

Family Assessment Three Months Following Termination of Short- or Long-Term Counselling

	1982	1983	Total # (%)
Excellent	13	7	20 (33.3)
Good	18	9	27 (45.0)
Fair/OK	6	2	8 (13.3)
Poor	0	1	1 (1.7)
Extremely Poor	3	1	4 (6.7)
Total Received and Completed Short-/Long-Term Counselling	40	20	60(100.0)
Total Provided Counselling but Referred Elsewhere before Completion	2	17	19
Cases Counselling Reopened	5	2	7
Cases Services Ongoing	0	16	16
Cases Receiving Other Services (Brief Service or Referral, etc.)	69	60	129
Cases No Services Provided	24	40	64
Total	140	155	195

d) Repeat Contact with Police Six Months Following Counselling

A check of police records was conducted on all youth who had received and concluded counselling at SYFC Program during 1982 or 1983, at least six months following termination of the counselling. This was a total of 60 youths, 40 from 1982 and 20 from 1983. Six youths (10%) had further contact with police for problem behaviour only, and 7 youths (12%) had further contact with police for involvement in a delinquent offence; a total of 13 youths (22%). Ten of these youths were from families seen in 1982 (10 of 40, 33.3%), while only three youth from families seen in 1983 (3 of 20, 15%).

Table 9

Number of Youths Receiving Counselling who had Repeat Contact with Police Six Months Following Counselling

	1982	1983	Total #	(%)
No repeat contact with police	30	17	47	(78.3)
Repeat contact for behaviour problem only	4	2	6	(10.0)
Repeat contact for delinquency	6	1	7	(11.7)
Total Received & Completed Counselling	40	20	60	(100.0)
Cases which were reopened	5	2	7	

No effort was made to conduct a check of police records on youth who were referred elsewhere or were provided brief consultation or information services only.

An examination was conducted on whether youth with prior involvement in delinquent activities were more likely to have further involvement with the police. As can be seen in Table 10, 30% of youth with priors had repeat problems, six months after SYFC Program, while only 13% of youth with no priors had repeat problems.

Table 10

Prior Contacts with Police by Repeat Contact with Police Six Months after Counselling

		Repeat Contact with Police: Yes	No	Total
Priors	Yes	9 (30.0%)	21 (70.0%)	30 (100.0)
	No	4 (13.3%)	26 (86.6%)	30 (100.0)
Totals		13	47	60

These results suggest that counselling had less impact on youths with a prior delinquent history than youth apprehended for a first-time minor offence. However, it could also be that youths known to police are more likely than youths not known to police to attract the attention of

police, regardless of their involvement in delinquent activities. Of the thirteen cases involving youths who had repeat contact with police six months after SYFC Program counselling, eight were from families that had terminated counselling by rejecting further assistance, and four were from families that had been judged by the counsellor at termination to have made little progress; a total of 12 of the 13 (92%) had been given a poor prognosis.

Of 13 cases in which the counsellor made a judgment at termination that little progress was achieved or the family rejected assistance, six months later all but one (92%) had fulfilled the counsellor's prediction--the youth had gotten into further trouble with police. These 13 families had received extensive counselling services. In addition, it is reasonable to assume that a high proportion of the youths from the 58 families that rejected assistance immediately and received none or limited services would have had ongoing problems possibly leading them again into conflict with the law. These families were all assessed at having problems that needed resolution. Yet the fact that the families chose to ignore their problems and rejected assistance is a strong indication that the family problems will reoccur and that the youth's acting-out behaviour will likely continue.

These results provide support for the argument that special efforts and time must be taken to get the families of delinquent youth engaged in counselling.

5.5 Impact on Community

The reaction of the Saanich community, and the Capitol Region district in general, to the Saanich Youth and Family Counselling Program has been highly positive. Many community agencies, organizations, schools, and the University of Victoria have sought out the counsellor's expertise in family system therapy, social service planning, and juvenile delinquency. A questionnaire was sent to all schools, groups, and agencies that received services in 1982 and spring 1983 asking them for comments on how the YFC had benefitted them. While no record was kept of the total number of questionnaires sent, replies were received from 14 individuals representing the following agencies or schools:

- .Ministry of Human Resources, Family Service Component, Saanich Office;
- .Ministry of Human Resources, Gorge-Tillicum Office;
- .University of Victoria School of Social Work;
- .The Young Men's and Young Women's Christian Association Youth Outreach Program;
- .Women's Sexual Assault Centre;
- .Reynold's Secondary School;
- .Mount Douglas Senior Secondary School;
- .Community Health Service Capitol Region District, Saanich Office;
- .Camosun College, Social Service Assistance Program;
- .University of Victoria Summer Social Work Practicum Program;
- .Ministry of Human Resources, Sidney and The Islands Office;

The agencies or schools described the following benefits to the SYF Counsellor:

- training on family counselling to social work students
- training to social work students on the role of a counsellor with a police department;
- coordination of social services in Saanich;
- facilitated increased communication between different agencies in Saanich;
- case consultation to school counsellor on problem youths;
- liaison and promotion of information-sharing between agencies and police;
- developed intervention plan for dealing with adolescent offenders in Burnside area;

- supervises social work practicum students in real work setting;

- assesses youths and families that social service agencies are unable to reach.

In particular, comments were made by nearly all individuals that the YFC was particularly effective in promoting interagency cooperation and in training other social service workers.

5.6 Impact on Police

An assessment of the impact of the Saanich Youth and Family Counselling Program on the Saanich Police Department was conducted in February, 1983 (approximately a year following the implementation of the Project).[4]

A brief questionnaire (Appendix C) was completed by 55 police constables. This included 36 general duty constables with no experience in the Youth and Community Services Division (YCSD), 10 general duty constables formerly from YCSD, and 9 current youth officers from YCSD. In addition, a random group of general duty constables was selected for in-depth interviews.

Prior to the police impact study, concern had been expressed over the low number of referrals in 1982 from police in the patrol division (N=29, 21%) as compared to the youth officers (N=91, 65%). Several factors were considered which could result in low referrals, such as a suspicious attitude towards social workers and "outside agencies," lack of adequate knowledge of the Program, procedural barriers, unclear perception of the police role, or simply reluctance by police, as a whole, to change their established ways of doing things.

Results of this study are summarized and presented below in terms of the primary evaluation questions.

1. Do Saanich police constables see the Youth and Family Counselling Program as useful to the performance of their job?

Twenty-four of 54 constables (44%) reported they occasionally or frequently referred youth and families to the SYFCP counsellor. Half of these officers were from (or formerly of) the Youth and Community Services Division.

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[4] Lorimer, W. & Miller, R. Study of Constables' Utilization of the Youth and Family Counselling Program in Saanich Police Department. University of Victoria School of Social Work, April, 1983.

However, despite the infrequency of referrals from many constables, 85% (45 of 53 responses) of the officers thought the Program was useful to the Patrol Division and 98% (39 of 40 responses) thought it was useful to the YCS Division. All present or former members of the YCS Division thought the Program to be highly useful to their job.

Constables were asked if they thought family counselling helped to prevent juvenile delinquency. Only 30% of the general duty constables with no YCSD experience believed that family counselling often helped to prevent delinquency, while more (over fifty percent) of the officers with YCSD experience thought counselling <u>often</u> helped to prevent delinquency. The remaining 70% of general duty constables and 50% of the youth officers thought family counselling was at least somewhat helpful in preventing delinquency.

In conclusion, most of the Saanich constables support the concept of the Youth and Family counsellor, perceive her as useful to their jobs, and view family counselling to be at least somewhat useful in preventing juvenile delinquency.

2. What do constables know about the criteria, objectives, and procedures of the Program?

Fifty-one constables (83%) indicated they definitely knew who the Youth and Family counsellor was.

To assess whether the Saanich constables understand what were appropriate and inappropriate cases for referral to the Youth and Family counsellor, seven case examples were given- four appropriate and three inappropriate (listed below).

Appropriate cases:
1. family involved in domestic dispute;
2. juvenile runaway;
3. juvenile shoplifter;
4. group of juveniles engaged in vandalism.

Inappropriate cases:
5. 17-year-old involved in theft (1st offence);
6. adult family member charged with disturbing the peace;
7. juvenile charged with 10th B&E.

The constables correctly identified 77% of the examples. Errors were more frequently made with case example 4 (51% made errors) and case example 5 (33% made errors).

The constables appear to feel fairly knowledgeable about the program as 78% (N=43) of them indicated they provided moderate to considerable amounts of information about the program to families. Only ten constables (12%) stated they

provided to families no or little information about the Program.

3. What is needed to increase the utilization of the Program by patrol constables?

When constables were questioned as to reasons for lack of utilization of the Youth and Family Counselling Program, no constable perceived referral as outside the police role or as unimportant. Lack of contact with appropriate cases involving minor offence youths was the reason cited most frequently (N=21) for lack of referrals to the Program. Six constables stated they felt they didn't know the counsellor well enough to make referrals.

Constables provided the following recommendations to increase utilization of the Program:

- .A pamphlet about the program be made available to police to give to the families;
- .More information about what the counsellor does with families;
- .Have the counsellor available to go on crisis calls;
- .Police to receive more feedback from the counsellor about individual cases;
- .More frequent attendance at muster;
- .More personal communication between police and the counsellor;

In general, most constables seemed quite satisfied with the counselling program. Numerous comments were provided that they wanted the program to continue and it gave them a valuable resource.

Conclusion

The findings indicate that the low number of referrals coming from the Saanich department patrol division **during 1982 cannot** be attributed to a perception that the Program is not useful to them. The Program is perceived as useful to them and in addition, there is a perception among a great many of them that this form of intervention may help to prevent delinquency.

Frequency of referral to the Program seems to be primarily a function of the officer's contact with and knowledge about the counsellor. The members of the Youth and Community Services Division who are in the same office complex as the

counsellor and who see the counsellor regularly are much more likely to make frequent referrals to the Program than the patrol constables. In their comments, the officers recommended more contact with the counsellor, more frequent attendance by the counsellor at muster, and more feedback case consultations with the counsellor.

Despite the patrol officers' problems about frequent contact with the counsellor, most of the constables in the patrol as well as the YCS Division seemed to be reasonably knowledgeable about the criteria for referral to the Program.

Cases where errors made were:

- .youth officers failing to identify that a family involved in domestic conflict could be referred;
- .patrol officers failing to identify a group of youths engaged in vandalism could be referred;
- .patrol and youth officers claiming incorrectly that a 17-year-old could be referred, even though the problem may be a minor first-time offence.

The survey in February, 1983, appears to have had some impact in terms of drawing police attention to the Program, increasing referrals, and in increasing the counsellor's contact time with individual officers.

During January - December, 1983, individual case consultations with police increased 29% from 52 sessions in 1982 to 73 sessions in 1983. Orientation training sessions with police decreased from 12 sessions in 1982 to only 1 in 1983, because police did not need more orientation, they needed ongoing consultation.

Referrals from police in general remained about the same, 120 referrals in 1982 and 125 in 1983. However, there was a significant 40% increase in referrals from the patrol constables (29 in 1982 and 40 in 1983) while there was an 18% decrease in referrals from the youth officers (91 in 1982 and 77 in 1983). It is possible that this reversal occurred as a result of patrol officers directly referring youth and families instead of referring them to the YCS Division where youth officers then referred the family to the counsellor. Since there was a massive reorganization of the Saanich police department at this time, it is possible many of these patrol officers making referral to the YFC Program were former members of the Youth and Community Division.

6.0 CONCLUSION AND RECOMMENDATIONS

6.1 Is the Program Operating as Planned?

The program is clearly operating as planned. The counsellor provided services to 231 families over two years of operation, in addition to extensive training, community resource development and case consultations with police and other agencies.

As intended, the majority of client referrals are from the police; about two-thirds of the referrals were for youth offence-related problems. In line with the preventative nature of the Program, the remaining 38% of referrals were for non-offence related problems such as running away from home, domestic conflicts, and aggressive unmanageable youth behaviours.

The majority of the client referrals (95%) were appropriate in terms of gender, age, and reason for referral. Inappropriate referrals tended to be youths (over 16 years of age) or youths with a multiple delinquency history. (One youth had 39 previous contacts with police.)

A third of the client referrals were referred elsewhere for more intensive or different services. A check of these referrals two weeks later determined that 85% of the families had successfully reached the agency and had received assistance. Short-term family counselling (2-8 sessions) was provided to another third of the client referrals. Twenty percent of the clients received brief information/consultations and a few families (8%) were engaged in long-term counselling over several months. The program was not designed to be able to provide long-term extensive counselling to families because of resource limitations. The counsellor is a highly skilled family counsellor and who feels that under exceptional circumstances it is better to keep a family in counselling for a longer period of time rather than terminate abruptly at the end of eight sessions. In cases where the counsellor was able to assess at the beginning that a family needed long-term intensive counselling, appropriate referral to another agency or counsellor was provided.

6.2 Is the Program Effective in Meeting its Impact Objectives?

a) Youths and Families

Impact of the Program on youths and families seems to have been a function of the degree to which the problem youth behaviour and the underlying causes could be resolved during approximately eight sessions of family counselling. Ninety-

seven families (35%) who were appropriately accepted into the program had to be referred elsewhere because the problems were too serious to be dealt with in a short-term counselling program or another agency had become involved with the family. Sixty-seven families (24%) rejected further assistance themselves. And the counsellor had to terminate counselling herself in four cases because no progress was being made.

Only 29% of the families (N=80) were judged by the counsellor to be coping better or to have partially or completely resolved the youth and/or family problems.

A follow-up family assessment by the counsellor of sixty families that had successfully completed short- or long-term counselling three months after termination revealed that the majority (92%, N=55) were doing "fine" to "excellent." Only five families (75%) were judged to be functioning at the "poor" or "extremely poor" level. All these families had failed to complete counselling to a successful resolution.

A check of police records on these 60 youths that had received counselling revealed 13 youth (22%) had been in repeat contact with police for offence and/or problem behaviour within six months after termination. About half of these (N=6, 10%) had repeat contact with police for non-offence problem behaviour.

Youth with prior involvement in delinquent activities were more likely than youth with no prior delinquent activities to have repeat contact with police following family counselling (30% vehsus 13%). All families judged by the counsellor to have successfully resolved the underlying dynamics causing the problem were functioning well at three months and had no further contact with police.

In addition, in cases where the counsellor judged at termination of counselling that little progress had been made or the family had rejected assistance (a total of 13 families), all but one youth from these families (92%) fulfilled the prediction and got into further trouble with police.

In conclusion, prog am success is highly dependent on the nature of the problem and on encouraging youth and families to receive counselling. Receiving counselling is highly dependent on referral by police. While the recidivism rate (repeat contact with police) is reasonably low (22%), it is impossible to know to what degree these families and youths would have experienced further problems if they **had not** received counselling assistance.

Appendix D provides the recidivism figures for other police-based youth and family counselling programs. The figures

are comparable. The only evidence available to suggest what percentage of youths would recidivate if not provided with counselling, comes from an examination of 20 youths referred to the Richmond Police Crime Prevention Unit prior to the availability of a family counsellor. These 20 youths were 12-15 years of age and had been apprehended for a minor first-time offence. Six months following these first police contacts, nine (45%) youths had repeat involvement in delinquent activities.

Studies completed in the United States (see Roesch & Corrado, 1981) also suggest 40-50 percent of 'status' (curfew violators, runaways) and minor offenders have repeat conflict with the law if no intervention is provided successfully. 5

b) Police and Community

Impact of the Program on the police and the community was clearly very positive. Police appear to have a positive attitude toward the Program, perceive it to be very useful to their job, and believe it to be somewhat effective in preventing delinquency. Most constables clearly understood the purpose of the Program and the appropriate criteria for referral.

The relationship between the counsellor and youth constables in the Youth and Community Services Division appears to be excellent, and reservations expressed by constables in the Patrol Division seem to be more a function of insufficient regular contact and communication with the counsellor. Following a survey and interviews with police conducted in February, 1983, concerted efforts were made by the counsellor to provide more personal consultation with individual officers. Subsequently, referrals from the Patrol Division were up in 1983--a 40% increase from 1982.

Over the two years, the average number of referrals from police was ten per month. This is comparable to that experienced by the other police-based youth and family counselling programs in Langley, Kelowna, and Richmond (communities of approximately the same population; see Appendix D).

While a rigorous assessment of the degree to which the YFC Program met the community objectives was not undertaken, comments provided by these agencies indicate contact between the Saanich counsellor and the community was frequent and highly valued. In particular, the social service community and the social work schools appear to feel the Saanich counsellor did much to facilitate cooperation between the

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5 R. Roesch & R. R. Corrado (eds) Evaluation and Criminal Justice Police. Beverly Hills: Sage, 1981.

community and police, promote improved communication and coordination of social services, and provide effective family therapy to dysfunctional families.

An unplanned outcome for the police was that the activities of the police-based Youth and Family counsellor in the community has accomplished much in the way of promoting and improving the image of the police among the community and social service organizations.

Recommendations arising from the evaluation are as follows:

1. Continue operation of the counselling services as a component of police operations.

2. Focus family counselling on youths, 10-13 years of age, at the time of a first offence or who are exhibiting behaviour clearly indicative of potential delinquency.

3. Police to allocate specific "resource development" time for ongoing liaison with schools and community organizations to ensure:
   - early identification and intervention with problematic youth and dysfunctional families; and
   - availability of community-based family counselling services for those not yet in conflict with the law or requiring long-term/intensive therapy.

4. Provide additional clerical support to the program so that the counsellor is relieved of administrative duties and can devote more time to counselling activities. Initial assessments, setting appointments, and follow-up are necessary components of an effective service, but can be carried out by a trained administrative assistant.

5. Continue emphasis of the program on community development and consultation to police, as well as direct services to families and youths in order to ensure ongoing cooperation and communication between police and social service agencies in addressing community youth problems.

APPENDIX A

EVALUATION PLAN FOR THE SAANICH YOUTH AND FAMILY COUNSELLING/CONSULTANT PROGRAM

1.0 Purpose for Evaluation

To determine whether the concept of a counsellor/consultant to the Saanich Police Department on community social services and on the youth and family problems that contribute to delinquent behaviour is an effective strategy for increasing police and social service agency effectiveness in reducing youth problem behaviour and youth involvement in delinquent activities.

2.0 Objectives of Evaluation

1. Evaluation must determine whether the Saanich Youth and Family Counselling Program operates over the next two years in the same manner as it was planned and implemented, that is, does it do what it says it will do? If not, why not?

2. Evaluation must determine whether the Saanich Youth and Family Counselling Program achieves any of its outcome objectives.

3. Evaluation must determine whether there any any changes in the community's needs or demands for services in the area of juvenile delinquency.

4. If it is discovered the program operates differently than was initially planned (including changes in priority of its many services) or the program fails to achieve some of its objectives, then it is an objective of program evaluation to uncover reasons for this. The evaluation results must provide clarity and guidance to rectify these events or direct modification of the program model to correspond with actual program operations and the actual impact it has on families, the police, and the social service community.

3.0 The Evaluation Design

Evaluation of the Saanich Youth and Family Counselling/Consultant Program (SYFC) involves two functions:

3.1 Monitoring

Ongoing monitoring of demard for services, services provided, the counsellors's activities, and client

characteristics for the two years remaining of its funding contract with the Ministry of Attorney General (January, 1982 - December, 1983). Data collection will proceed continuously, yielding summary monthly totals on:

(1) number of old request for service still being serviced;
(2) number of new request for service;
(3) number of requests dealt with and completed;
(4) number of requests ongoing for further service;
(5) source of referral:
    (i) number of police youth officer requests;
    (ii) number of general duty police requests;
    (iii) number of school requests;
    (iv) number of family self-referrals or requests;
    (v) number of community service agency requests;
    (vi) number of Saanich citizen requests.
(6) Demand for Service - Type of Request:
    (i) number of client counselling referrals;
    (ii) number of police case consultations;
    (iii) number of agency case consultations;
    (iv) number of client information/consultation;
    (v) number of information meetings attended;
    (vi) number of training workshop sessions with police
    (vii) number of training workshop sessions with community groups;
    (viii) number of planning sessions or workshops with community groups on community social services;
    (ix) number of information workshops or seminars for police;
    (x) number of information workshops or seminars for community groups;
(7) Type of action taken:
    (i) number of no actions taken because family did not contact counsellor;
    (ii) number of no actions taken because it was an inappropriate request or referral;
    (iii) number of no actions taken for other reasons;
    (iv) number of requestors or clients referred elsewhere because they were not Saanich residents;
    (v) number of requestors or clients referred elsewhere because they were inappropriate cases;
    (vi) number of requestors or clients referred elsewhere because other services in community are available;
    (vii) number of requestors or clients referred elsewhere because another agency is involved;
    (viii) number of requestors or clients referred elsewhere for other reasons;
    (ix) number of police case consultations;
    (x) number of agency case consultations;
    (xi) number of client information/consultation;
    (xii) number of information meetings attended;
    (xiii) number of training workshop sessions with the police;

(xiv) number of training workshop sessions with community groups;
(xv) number of planning sessions or workshops with community groups on community social services;
(xvi) numberof information workshops or seminars for police;
(xvii) number of information workshops or seminars for community groups;
(xviii) number of clients provided brief services;
(xix) number of clients counselled;

(8) Amount of time spent on request or action:
(i) number of requests serviced in less than 30 minutes;
(ii) number of requests serviced in 30 minutes to 3 hours;
(iii) number of requests serviced in 3 to 7 hours;
(iv) number of requests serviced in 7 to 21 hours;
(v) number of requests serviced in 21 to 70 hours;
(vi) number of requests serviced in over 70 hours.

(9) Average amount of time spent to service request or referral.

(10) Amount of time spent on program operating or administrative functions:
(i) information meetings with police;
(ii) information meetings with community groups;
(iii) riding along on police patrols;
(iv) staff development for counsellor;
(v) maintaining client files;
(vi) providing feedback on referrals;
(vii) monitoring and evaluation functions;
(viii) other administrative functions.

(11) Total amount of time per month spent on program operating or administrative functions.

(12) Characteristics of the client population:
(i) number of males referred;
(ii) number of females referred;
(iii) average age of clients referred;
(iv) number of runaways referred;
(v) number of potentially delinquent behaviour problem youth referred;
(vi) number of referred youth with multiple delinquency problems;
(vii) number of youth referred for a shoplifting offence;
(viii) number of youth referred for theft under $200;
(ix) number of youth referred for acts of vandalism;
(x) number of youth referred for drug and/or alcohol problems;
(xi) number of youth referred for a breaking and entering offence;
(xii) number of youth referred for other minor offence
(xiii) number of youth referred for other major offence
(xiv) total number of behaviour problem referrals;
(xv) total number of delinquency referrals;

(xvi) number of youth referred for first time;
(xvii) number of youth referred for a second or more time;
(xviii) number of youth with no prior contact with police;
(xix) number of youth with one prior contact with police;
(xx) number of youth with 2-5 prior contacts with police;
(xx) number of youth with 2-5 prior contacts with police;
(xxi) number of youth with more than 5 contacts with police;

(13) Who referred clients:
(i) number of youth referred by youth police officers;
(ii) number of youth referred by general duty police;
(iii) number of youth referred by family;
(iv) number of youth referred by statutory agencies;

(14) Services provided to referred clients;
(i) number of referrals not serviced because client was inapporpriate;
(ii) number of referrals not serviced because family refused;
(iii) number of referrals not serviced because no contact was made with family;
(iv) number of families referred elsewhere;
(v) number of families provided with information/ consultation;
(vi) number of families provided with brief services;
(vii) number of families receiving short-term intensive counselling;
(viii) number of families receiving other counselling.

(15) Average number of contacts with each family.
(16) Average duration file opened on each family.

Every six months, data from monthly records should be analyzed and evaluated in terms of the operating program's correspondence with the planned program model and in terms of program operating efficiency. This analysis may suggest either modifications in program operations or counsellor's activities, or modifications in the program model. Such modifications should be well documented.

3.2 Assessment of Impact

Assessment of the impact or outcomes of counseling provided to youth and families, and of consultation and training provided to Saanich Police and Saanich community groups:

3.2.1 To determine the impact of counselling on youth and families referred to SYFC, data must be collected monthly (for at least the two years of Ministry of Attorney General funding) on:

(1) Reason for terminating client counselling:
  (i) number of families terminated because problem successfully resolved;
  (ii) number of families terminated because problem partially resolved;
  (iii) number of families terminated because the family is coping better with the problem;
  (iv) number of families terminated by referring them to another agency for different or more intensive services;
  (v) number of families who rejected any additional counselling;
  (vi) number of families terminated because they were making no progress;
  (vii) number of families terminated for other reasons.

(2) Quality of family functioning and youth behaviour at a three-month follow-up.
  (i) number of families functioning excellently;
  (ii) number of families functioning well;
  (iii) number of families functioning reasonably well coping with only minor problems;
  (iv) number of families functioning poorly--many family problems but no youth problems;
  (v) number of families functioning very poorly--many problems in family and with youth.

(3) Repeat contact with police within 6 months of termination:
  (i) number of youth with no repeat contact with police;
  (ii) number of youth with one or two repeat contact with police for non-delinquent behaviour;
  (iii) number of youth with multiple repeat contact with police for delinquent offences and other behaviour problems.

Summary totals should be calcultated every six months on all youth and families concluded in the previous six months.

3.2.2 To determine the outcome of consultation and training provided to Saanich Police, data (through brief questionnaire or interview) should be collected within the first six months of SYFC program operations, at interim periods following training or consultation sessions and after the first one and a half years of operation, on:

(1) Police assessment skills:

(i) number of police who have improved their ability to recognize potentially delinquent problem behaviour;
(ii) number of police who have improved their ability to asess the underlying conditions contributing to the problem or delinquent behaviour.

(2) Police knowledge about social services and SYFC:
(i) number of police who have increased their knowledge of the services provided by Saanich service agency;
(ii) number of police who have knowledge of the mandate of these agencies;
(iii) number of police who know what are the objectives, target population, and services of SYFC.

(3) Police use of social services and SYFC:
(i) number of police who make referral to SYFC;
(ii) number of police who make referral to other community service agencies where it is appropriate to do so.

(4) Police satisfaction that SYFC has met some of their problems with delinquent youth and families.

(5) Other benefits received by police as a result of SYFC services.

Preliminary analysis of this data should be conducted every six months with a final report after 2 years of operation.

3.2.3 To determine the outcome of consultation, training, and community planning provided by the SYFC to community or social service agency groups, data should be collected (through brief questionnaire or interview) during the first six months of SYFC operations, at interim periods following special workshops or training sessions, and after the first one and a half years of operation on:

(1) Frequency of social worker-police contact:
(i) number of police who have increased the number of contacts they have with social worker regarding potentially delinquent or delinquent problem youth.

(2) Community social service planning and involvement on Saanich juvenile crime problems:
(i) number of community meetings to address juvenile crime problems;
(ii) number of social workers spending time (other than meetings) to address specific juvenile crime problems or counsel delinquent juveniles;
(iii) number of community citizens and planners with increased knowledge of Saanich youth problems.

(3) Community Service agency satisfaction that SYFC have met some of their problems for delinquent youth and families.

(4) Other benefits received by the social service community as a result of SYFC services.

Analysis of this data should be completed every six months and a final report prepared two years following program implementation.

4.0 Utilization of Evaluation Results

Evaluation results can be used on a continuous basis or at the six-month assessment periods:

(1) to identify and resolve problem areas in program delivery or community relations that are impairing program efficiency;
(2) to modify the program model in line with the actual program if it is determined that the program is highly successful with police, families, and the community;
(3) if the program is not successfully meeting the needs of families, the community, and the police because the program is not operating as planned, institute changes in program operations;
(4) if the program is not successfully meeting the needs of families, the community, and the police, and it is not possible to rectify conditions underlying this, one can choose to discontinue the program and direct the funds into different, more effective services: and
(5) to provide documented information on program operations and critical conditions for success such that other police-based youth and families counselling/consultant programs implemented in other communities can operate successfully and smoothly.

APPENDIX B

COMMUNITY AND SCHOOL CONSULTATIONS, TRAINING, MEETINGS, OR SOCIAL SERVICE PLANNING ACTIVITIES 1982 and 1983

a) Boards and Committees:

Saanich Interagency Meeting - was instrumental in reorganizing two small interagency teams into a larger and more representitive team of helping professionals in the Saanich Community. Served as chairman for past two years of this team whose purpose is to promote interagency coordination and cooperation.

Community Diversion Centre - member of Board of Directors. Provided consultation in program development and funding continuation. Entering second term on the board. The Diversion Centre offers an alternative to the criminal justice system.

Community Council of Greater Victoria - member of Board of Directors of this community-based social planning body and co-chairman of the Family Counselling Services Committee, whose objective is to develop universally accessible services to all families in need of counselling in the C.R.D.

YMCA Outreach Program - member of Community Advisory Board of this program. Provided consultation on youth problems in Saanich and liaison between the program and police.

Transition House - member of Board of Directors of this agency providing refuge and services to battered women.

Sexual Abuse Victims Ananymous - as a member of the Advisory Board, provided program development consultation to this group attempting to provide a service to victims of sexual abuse.

Spectrum Interagency Team - participated in interagency information exchange and coordination of services in Gorge/Tillicum/Burnside/Spectrum area.

Youth Services Workshop - organized two annual workshops for all the police-based family service programs in the province.

b) Training and Workshops

1. University of Victoria - provided practicum placement for two social work students.
2. School of Social Work - workshop given on Divorce Mediation.
3. School of Child Care - presentation on police/social work.
4. Royal Oak School - panel presentation to parents on dealing with youth problems.
5. Social Service Workshop - coordinated this workshop to increase knowledge of all professionals, especially police, on available services in the community.
6. Ministry of Human Resources - presentation on family therapy.
7. School Counsellors - presentation to District 61 school counsellors on separation issues in the family.
8. Probation Officers - presentation on working with delinquents that are adopted.

c) Requests for Training/Consultation refused due to the time restraints.

1. Youth & Law Conference planning community.
2. Victims Services planning committee.
3. Services to Battering Men - planning committee to organize these services.
4. Hampton Drop-In Centre - planning committee to organize.
5. Students from School of Child Care & Counselling Psychology University of Victoria Practicum Placements.

APPENDIX C

SAANICH POLICE QUESTIONNAIRE

1. Do you know who the Youth and Family Counsellor is?

___ Yes _____No _____Not sure

2. How often have you made referrals to the Youth and Family Counsellor?

____Never ____Rarely ___ Occasionally ____Frequently

3. What do you think of the usefulness of the Youth and Family Counsellor to:

a) Patrol Division ___useful ___not useful
b) Youth & Community Services Division ___useful ___not useful

4. Which of the following would you consider appropriate for referral to the Youth and Family Counsellor? (check as many as you wish)

___ a) family involved in domestic dispute
___ b) 17 year old involved in theft (first offence)
___ c) juvenile runaway
___ d) adult family member charged with disturbing the peace
___ e) juvenile shoplifter (first offence)
___ f) group of juveniles engaged in vandalism
___ g) juvenile charged with tenth B&E

5. How much information would you be likely to give a family about the counselling program?

___none ___not very much ___moderate amount ___quite a bit

6. What information do you think the counsellor needs when a referral is made? (check all appropriate items)

___ a) priors
___ b) problem area
___ c) school attended by children
___ d) name, address, phone, DOB of parents
___ e) parents' occupation
___ f) how long problem has been occurring
___ g) name and DOB of problem child
___ h) names and ages of other children in home
___ i) other professionals involved with family
___ j) other (please specify) _____

7. What would be your major reasons for not making referrals to the Youth and Family Counsellor?

___ a) I don't know enough about the counsellor
___ b) I don't have the time
___ c) It's not part of the police role
___ d) I don't come into contact with appropriate cases
___ e) I forget about it
___ f) I don't think it's important.
___ g) other (please specify) _____

8. Do you think that family counselling helps to prevent delinquency?

___never ___rarely ___sometimes ___often
___always

9. What would be helpful to you in making referrals to the Youth and Family Counsellor?

___ a) more frequent feedback from the counsellor about cases
___ b) a pamphlet about the program to give to families
___ c) more frequent attendance at muster by the counsellor
___ d) more personal communication with the counsellor
___ e) more information about what the counsellor does
___ f) having the counsellor available to go on crisis calls
___ g) other (please specify) _____

10. Have you ever been a member of YCSD?

___yes ___no

APPENDIX D

COMPARISON OF FIVE POLICE-BASED YOUTH AND FAMILY COUNSELLING PROGRAMS ON SELECTED STATISTICS

	Langley	Burnaby	Kelowna	Richmond	Saanich
Implementation Date	7/77	1/80	9/80	2/81	9/81
Number of Full-Time Counselling Positions	2	2	2	1-1/2	1
Support Staff	1	1	1/2	1/2	1/8
STATISTICS					
No. of months under study	36	6	40	27	24
No.of referrals	725	118	800	305	295
No. of referrals per month per counsellor	10.1	9.8	10.0	7.5	12
% of Referrals from Police	46%	79%	47%	86%	84%
Average number of referrals from police per month	10	16	9	10	10
% of Referals for a Delinquent Offence	47%	72%	Unk.*	74%	64%
% of Referrals Who Received Family Counselling	84%**	12%	Unk.*	72%	44%
% of Referrals Reopened within One Year	10%	8%	Unk.*	Unk.*	11%
% of all Referrals (whether or not Counselling Provided) Repeat Contact w/Police **for any reason** within Six Months	Unk.*	31%	Unk.*	29%	Unk.*

APPENDIX D (continued)

COMPARISON OF FIVE POLICE-BASED YOUTH AND FAMILY COUNSELLING PROGRAMS ON SELECTED STATISTICS

	Langley	Burnaby	Kelowna	Richmond	Saanich
% of all Referrals (whether or not services provided) **Repeat Delinquency** w/i Six Months	Unk.*	24%	11%	Unk.*	Unk.*
% of Youth Repeat Contact w/Police **for any reason After Receiving Services**	Unk.*	26%	Unk.*	Unk.*	22%
% of Youth Repeat **Delinquencies After Receiving Services**	Unk.*	17%	Unk.*	Unk.*	12%

*Unk.: no data was collected or available to answer this question .
**Langley included brief services under the category of counselling so this figure may be high.